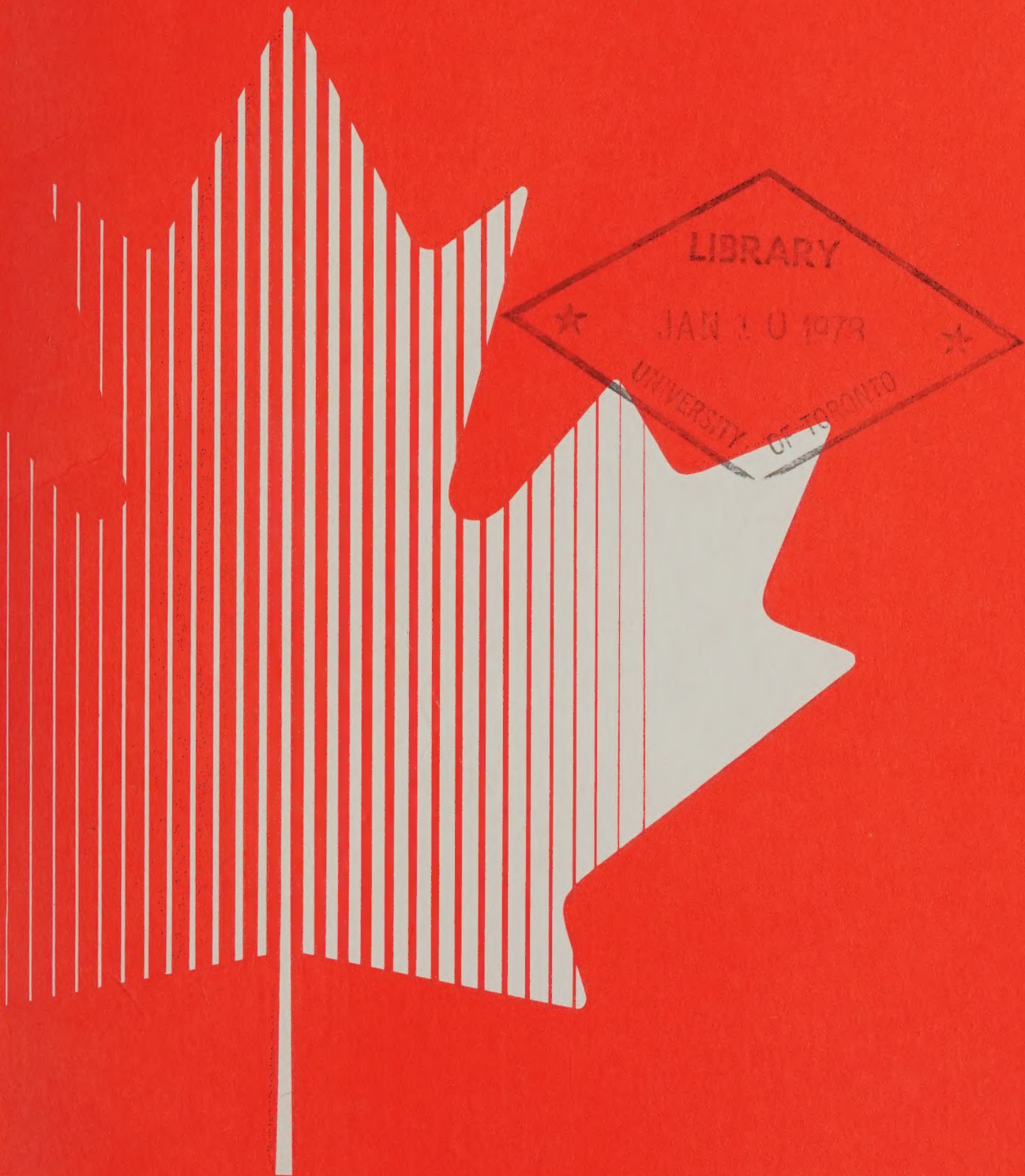


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Canada's contribution to the United Nations



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Canada and the United Nations Family of Organizations

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Canada's very significant contributions to the United Nations "family" of organizations, coupled with the Canadian tradition of prompt and full payment, are an indication of this country's firm support for the UN system.

While some of the UN organizations and agencies, such as the Universal Postal Union, have existed since the late nineteenth century, thus antedating the founding of the UN itself, the majority have been created since 1945. Their main purpose is, through international co-operation in almost all fields of human activity, to foster a peaceful international environment.

Canada's contributions to the United Nations fall into three broad categories: (a) annual assessments to finance appropriations of the organization under its regular budget; (b) voluntary contributions to the activities of a variety of multilateral economic, social and humanitarian programs; (c) peace-keeping contributions. The assessed and voluntary payments made by Canada to the United Nations since its inception in 1945 total approximately \$873.8 million (Cdn).

The following pages provide a detailed survey of the nature and extent of Canada's contributions to the UN system. It is of interest to note that, quite apart from the annual contributions summarized in Appendix B, Canada also contributes to several special programs set out in Appendix A. To put Canadian contributions in perspective, Appendix C outlines the contributions of Canada and 13 other countries to five voluntary programs over the past few years.

UN regular budget

The United Nations regular budget is approved on a biennial basis. In 1976-77 the total approved expenditures were \$784 million (U.S.), with income (apart from the contributions of member states)

estimated at \$127 million (U.S.). The sum of \$657 million (U.S.) was therefore apportioned among the members of the United Nations in accordance with their ability to pay. The level of member states' contributions or the scale of assessments is determined primarily by estimates of the net national product of member states. In addition, minimum (.02) and maximum (25.0) percentages have been set for country payments. In 1977 the United Nations assessed Canada at a rate of 2.96 per cent of the budget, which meant that Canada's payment of close to \$10 million (U.S.) was the ninth-largest contribution.

Social and economic programs

A major part of the work of the United Nations consists of helping to improve social and economic conditions throughout the world, especially in the developing countries. Broadly speaking, activities can be classified in three categories: independently-administered programs; special-purpose funds; emergency-relief operations.

All the activities included in the three categories, except the United Nations Conference on Trade and Development (UNCTAD), are financed wholly or in part by voluntary contributions. UNCTAD is financed through the regular budget of the United Nations. Canada, through the Canadian International Development Agency, has been one of the major supporters of these multilateral voluntarily-financed activities.

The United Nations includes several major independently-administered programs, which deal with social, economic and environmental problems, provide relief to the destitute, and finance training and research in the affairs of multilateral organizations. Each operates like a separate organization, with its own budget and secretariat. The programs to which Canada makes voluntary contributions are:

- the United Nations Development Program (UNDP)
- the United Nations High Commissioner for Refugees (UNHCR)
- the United Nations Children's Fund (UNICEF)
- the United Nations Relief and Works Agency for Palestine Refugees (UNRWA)
- the United Nations Environment Program Fund (UNEP)
- the United Nations Institute for Training and Research (UNITAR)

Special funds to which Canada has not made voluntary contributions are those administered by the United Nations Industrial Development Organization (UNIDO) and the Office of the United Nations Disaster Relief Co-ordinator.

Canada does, however, help defray the costs of the UNIDO and UNDRO secretariats through its assessment under the regular budget of the UN, and contributes indirectly to UNIDO's development-assistance programs through the UNDP. Other voluntary UN activities for which Canada has not so far made a contribution include the UN Special Fund created by the sixth special session of the General Assembly, and the United Nations University.

The *United Nations Development Program* is the world's largest multilateral source of technical and pre-investment assistance for economic and social development in low-income countries. It was formed by the General Assembly in 1965 by merging the United Nations Special Fund (1959) and the Expanded Program of Technical Assistance (1949). The UNDP is financed by voluntary contributions. The countries that receive the assistance contribute the local counterpart costs of the development projects. Total pledges now surpass \$450 million (U.S.) annually. Approved UNDP projects are carried out by "executing agencies", which include the Specialized Agencies, UNCTAD, UNIDO and the United Nations itself. For the five-year period 1972-76, financing was approved that totalled over \$1,250 million (U.S.) in 118 countries. In *Foreign Policy for Canadians*, published in 1970, the Canadian Government stated its intention of increasing its support of the UNDP on evidence that its effectiveness was being improved. The 1975-80 Strategy for International Development Co-operation reaffirmed Canada's active support for international institutions in building co-operative relations and mobilizing and channeling resources for development. The UNDP has a mandate to fulfil the role of the central funding organization for UN technical-assistance activities and Canada regrets any tendency that recent financial or managerial difficulties may have created to detract from this central position. Canada has been one of the major supporters of the UNDP and its predecessor programs. From their inception to March 31, 1976, Canada contributed a total of \$161 million (Cdn). Canada's 1977 contribution of \$34 million will be the sixth-largest, representing about 6.8 per cent of all contributions.

The *Office of the United Nations High Commissioner for Refugees* was established by the General Assembly in 1949. For its purposes a refugee is defined as a person who has left his native country and does not enjoy the same rights as the citizens of his country of residence. The primary task of the UNHCR is to provide legal protection and emergency relief such as food and medical supplies to refugees who are not receiving assistance from other United Nations organizations. A second task of great importance is that of integrating refugees into the community life of the countries that take them in. The High Commissioner's program is administered by an executive committee composed of representatives of 31 states, including Canada.

From 1951 to 1976, Canada contributed \$9.4 million (Cdn) to the UNHCR's regular budget, and for 1977 it pledged \$850,000 (Cdn).

The *United Nations Children's Fund* was established by the General Assembly in December 1946 to provide emergency aid to the children of war-devastated countries on the termination that year of the United Nations Relief and Rehabilitation Administration (UNRRA). In 1950, UNICEF's terms of reference were revised and, while the provision of emergency relief for children remained important, new emphasis was placed on long-range programs of child-care, particularly in developing countries. In 1953, the General Assembly voted unanimously to continue UNICEF for an indefinite period. Contributions to the agency are made by governments, private organizations and individuals. In 1977, the Canadian Government pledged a contribution of \$5.25 million (Cdn), which will bring Canada's total contribution since the inception of UNICEF to about \$39.1 million (Cdn). In 1976, contributions from private sources in Canada reached nearly \$3 million (Cdn), indicating broad public support for UNICEF activities in Canada.

The *United Nations Relief and Works Agency for Palestine Refugees* was established in 1949 to provide relief and rehabilitation for some 684,000 Arab refugees who had lost their homes and their means of livelihood as a result of the Palestine hostilities of 1948-49. By 1976, the registered refugees numbered more than 1.7 million. UNRWA also conducts an educational and vocational-training program, which the Canadian Government believes to be vital to the maintenance of peace in the area and to the ultimate rehabilita-

tion of the refugees. In recent years, owing to increasing demands for relief, health and educational services, to rising costs in the countries where the Agency operates, to unrest in Lebanon, where the Agency's headquarters were located, and to the failure of contributions to keep pace with costs, UNRWA has been faced with very serious financial difficulties. In 1976, Canada responded to a special appeal to prevent UNRWA defaulting in its obligations with a special contribution of \$300,000 (Cdn). Canada's regular contribution to UNRWA in 1976 amounted to \$3,500,000 (Cdn), of which \$1,500,000 was in cash and \$2 million in flour. In total cash contributions since the inception of UNRWA in 1949, Canada ranks third, having contributed over \$39 million (Cdn).

The *United Nations Environment Program* was established following the UN Conference on the Human Environment held in Stockholm in 1972. UNEP provides policy guidance for the direction and co-ordination of environmental programs within the UN system, keeps under review the world environmental situation in order to ensure that emerging problems of international significance receive consideration by governments, and promotes the acquisition of information about the environment. A voluntary fund has also been created to finance environmental programs and to encourage institutions and agencies to pay special attention to environmental problems in their activities. For the initial five-year period of the Fund (1972-77), Canada pledged a total of between \$5 million and \$7.5 million (Cdn).

The *United Nations Institute for Training and Research* was established in December 1963, and became operational in 1966. UNITAR conducts a number of training programs to prepare individuals, mostly from developing countries, for service with international organizations. The Institute also arranges informal and formal opportunities for exchanges of opinions and ideas among scholars, diplomats and national officials. In addition, it carries out special studies on topics such as the problems and status of very small states and territories. For 1976, UNITAR's budget was about \$2.2 million (U.S.), of which Canada contributed \$60,000 (Cdn).

In addition to contributing to independently-administered United Nations programs, member states frequently make significant voluntary payments to special-purpose funds to meet certain pressing global, regional or local problems. These funds differ from those

mentioned above in that they are managed by the United Nations Secretariat or other organizations in the United Nations system rather than administered independently.

The activities of the *World Food Program* (WFP) include the provision of food aid to development projects in underdeveloped countries and the supplying of emergency food assistance to victims of natural and man-made disasters. Since it was first organized in 1963 as a joint program of the United Nations and the Food and Agriculture Organization, Canada has been among the leading contributors to this multilateral food-aid operation. In 1975-76, Canada contributed \$20 million (U.S.), in cash and \$180 million (U.S.) in commodities. These levels made Canada the largest contributor to the Program for the 1975-76 biennium.

The *United Nations Educational and Training Program for Southern Africa* (UNETPSA) provides education and training abroad for Southern Africans to equip them to play a larger role in their own societies. In 1975-1976, Canada contributed \$175,000 (Cdn). Canada also contributed \$10,000 (Cdn) to the *Trust Fund for South Africa*, which provides humanitarian and legal assistance to persons persecuted for their opposition to *apartheid* policies. In addition, part of Canada's contribution to the UNHCR is used to assist refugees from South Africa. Canada also contributed in 1975 \$100,000 (Cdn) to the *United Nations Institute for Namibia*, and authorization is being sought for further contributions. The purpose of the Institute is to research the needs of an independent Namibia and train Namibians in exile to form the backbone of a civil service after independence.

The *United Nations Fund for Population Activities* (UNFPA) was established in January 1970 as a separate fund administered by the UNDP. It provides financial resources and co-ordinates the response of the Specialized Agencies and non-governmental organizations to requests from member states for assistance with their population and family-planning programs. The UNFPA undertakes, *inter alia*, demographic studies, research and assistance to population-training centres, and provides fellowships, supplies and equipment, and evaluation. Canada's contribution for 1976 was over \$5 million (Cdn). The total budget for 1976 was \$81 million (U.S.), of which almost \$4 million (U.S.) was spent on administration. Unallotted funds carried over from 1975 amounted to \$19 million (U.S.)

The *United Nations Fund for Drug Abuse Control* (UNFDAC) was created by the General Assembly in 1970 to take co-ordinated action against drug abuse in producing, consuming and trafficking countries. The Fund is financed by voluntary contributions. Implementation of plans required \$20 million (U.S.) over the first five years. During 1976, Canada contributed \$200,000 (Cdn), and it has budgeted the same sum for 1977.

The International Convention on the Elimination of all Forms of Racial Discrimination was adopted by the General Assembly in December 1965 and came into force in January 1969. One section of it obligates each country to submit a report recording its efforts to eliminate all forms of racial discrimination. The *United Nations Committee on the Elimination of Racial Discrimination* has, since mid-1969, held a number of meetings to examine the reports received and to ensure that they provide complete and satisfactory information. For 1976, Canada contributed about \$3,000 (Cdn) to help the Committee meet its expenses.

Canada frequently provides exceptional assistance to emergency-relief operations or to meet other one-time needs. Recent examples are Canadian aid to victims of the Turkish and Romanian earthquakes (\$100,000 (Cdn) in each case through the International Committee of the Red Cross) and the civil war in Lebanon (\$1 million (Cdn) contributed or pledged to the International Committee of the Red Cross, and \$100,000 (Cdn) to the special appeal of the Secretary-General of the UN). These figures do not include such costs as those absorbed by the Department of National Defence for relief flights, which are regarded by Canada as urgent and necessary expenditures vital to rendering a solution to the crisis of the moment.

The Canadian Government's contributions and assessments to finance the United Nations and its related bodies reported in this paper do not include donations by individual citizens and private groups in Canada. In some cases, such as UNICEF and UNRWA, these represent substantial sums.

Intergovernmental agencies

Much of the United Nations work to improve economic and social conditions is carried out by intergovernmental agencies that are separate, autonomous organizations associated with the United Nations by special-relationship agreements. The Specialized Agencies

have their own deliberative and executive bodies, secretariats and budgets. Their work, except for that of the International Atomic Energy Agency, is co-ordinated through the machinery of the Economic and Social Council, and all — except the General Agreement on Tariffs and Trade — act as executing agencies for development projects financed by the UNDP.

The 18 intergovernmental agencies and the years in which they were established are:

the International Telecommunication Union (ITU)	1865
the Universal Postal Union (UPU)	1875
the International Labour Organization (ILO)	1919
the International Bank for Reconstruction and Development (IBRD)	1944
the Food and Agriculture Organization (FAO)	1945
the International Monetary Fund (IMF)	1945
the United Nations Educational, Scientific and Cultural Organization (UNESCO)	1946
the International Civil Aviation Organization (ICAO)	1947
the General Agreement on Tariffs and Trade (GATT)	1948
the World Health Organization (WHO)	1948
the World Meteorological Organization (WMO)	1950
the International Finance Corporation (IFC)	1956
the International Atomic Energy Agency (IAEA)	1957
the Inter-governmental Maritime Consultative Organization (IMCO)	1958
the International Development Association (IDA)	1960
the World Intellectual Property Organization (WIPO)	1967
the World Tourism Organization (WTO)	1975
the International Fund for Agricultural Development (IFAD)	1977

Agreement with the United Nations Industrial Development Organization to convert this UN program into a Specialized Agency is expected in 1978.

Contributions to finance the intergovernmental agencies are separate from payments to the United Nations regular budget. Several agencies (FAO, ILO, UNESCO, WHO) fix their scales of assessments for the apportionment of their expenses in accordance with principles similar to those applied in setting the United Nations scale. Other agencies are based in part on the United Nations scale and in part on the degree of interest in and use of the services provided (IMCO, ICAO). The IAEA's assessments are based on a modification of the United Nations scale. The ITU and UPU give

member states a certain freedom of choice as to the level of their contributions. GATT is financed in accordance with the scale of contributions assessed on each country's share in the total trade of the contracting parties and participating governments. WIPO's expenses are shared among states parties to various conventions. States may also make contributions to the regular budget of the WIPO Bureau, but the financial regulations are now under review. The financial Specialized Agencies (IBRD, IDA, IFC and IMF) do not make assessments of their members.

Non-financial agencies

One of the major strengths of the UN system lies in the contributions made in their respective fields by the Specialized Agencies. As we have seen, these are separate, autonomous intergovernmental organizations, each with its own deliberative and executive bodies, secretariat and budget, but belonging to the UN family by virtue of special agreements, the co-ordinating role of the Economic and Social Council and a common system of personnel remunerations. The Agencies deal with such matters as air-safety, medical standards and research, postal services and weather-forecasting. If states are to co-operate to their common benefit in these ways, international organizations of a functional kind are indispensable. They represent the "infrastructure" of global co-operation.

The *International Labour Organization*, established by the Treaty of Versailles, and located in Geneva is one of the largest (in budgetary terms) of the Specialized Agencies. It strives to promote social justice by improving labour conditions and living standards. To achieve these ends, the ILO, in co-operation with management, labour and government, endeavours to establish minimum standards in such fields as social security, wages, hours of work, safety and workmen's compensation. The approximate size of the ILO budget for 1976 was \$73,041,000 (U.S.). In that year Canada contributed \$2,761,000 (Cdn) or 3.17 per cent. In 1977 approved expenditures are about \$87 million (U.S.).

The *Food and Agriculture Organization*, located in Rome, is one of the major Specialized Agencies. Its purpose is to raise levels of nutrition and improve production and distribution of food supplies from farms, forests and fisheries. The FAO carries out programs of technical assistance in nutrition and food-management, soil-

erosion, reforestation, irrigation engineering, pest-control and the use of fertilizers. Its budget for 1976 was \$76,282,000 (U.S.). Canada contributed \$3,324,000 (Cdn), or 4.05 per cent of the total. Expenses in 1977 are expected to be \$90,780,000 (U.S.).

The *World Health Organization*, the largest of the Specialized Agencies (in size of programs), has its headquarters in Geneva. To achieve its purpose of improving the health of the people of the world, WHO carries out programs of training and aid to equip countries to improve their own health services. WHO also provides day-to-day information on the major communicable diseases, such as cholera, smallpox and yellow fever. It has also arranged and co-ordinated large-scale industrial research into heart disease and cancer. Canada contributes on a voluntary basis to the Smallpox Eradication Campaign, which is well on its way to wiping out this disease throughout the world. Canada also contributes to the Program of Research Development and Research Training in Human Reproduction. Finally, Canada has pledged \$500,000 (Cdn) a year for a period of six years to the Onchoerciasis (River Blindness) Control Program in West Africa. The approved working budget for 1976 is \$138,910,000 (U.S.), of which Canada contributed 2.67 per cent, or \$13,716,000 (Cdn). The 1977 expenditures of WHO are expected to be \$147,184,000 (U.S.).

The *United Nations Educational, Scientific and Cultural Organization*, whose headquarters are in Paris, endeavours to promote international co-operation and understanding in the spheres indicated by its name. To realize these aims, UNESCO carries out programs designed to increase facilities for education; in 1976, Canada contributed \$2,491,000 (Cdn), or 3.15 per cent of the organization budget. The net budget for 1977 is \$101,081,000 (U.S.); Canada's share is \$3,148,794 (Cdn). Canada made a supplementary contribution during 1976 of \$223,650 (U.S.) to meet a deficit in UNESCO's revenue.

The *International Civil Aviation Organization*, whose headquarters are in Montreal, exists to establish international standards and regulations for civil aviation and to promote the development and planning of international air-transport. It has been active in efforts to solve the problem of hijacking. Programs are carried out to improve safety, to simplify procedures for international air-travel and transportation, and to aid countries in developing air networks.

ICAO's proposed budget for 1977 is \$15,895,000 (U.S.). Canada's contribution in 1976 was \$443,000 (Cdn), or 3.29 per cent of the total budget of \$15,039,000 (U.S.).

The *Inter-governmental Maritime Consultative Organization*, one of the smallest (in size of programs) of the Specialized Agencies, is located in London. Its purpose is to facilitate the co-operation of governments in all technical matters affecting shipping. IMCO also endeavours to promote the highest levels of shipping safety and efficiency, and to encourage the cessation of discriminatory actions and the abandonment of unnecessary restrictions by governments. For 1977, IMCO has proposed a budget of \$15,990,000 (U.S.). In 1976, Canada's share was .81 per cent, or \$42,000 (Cdn), of a total budget of \$5,260,000 (U.S.).

The *International Telecommunication Union*, oldest of the Specialized Agencies, is responsible for regulating, co-ordinating and planning international telecommunications in the fields of telephone, telegraphy and broadcasting. As part of its efforts to help make telecommunication services available to all countries, the ITU co-operates with individual countries in developing telecommunications. For 1976, the ITU budget was \$22,932,000 (U.S.), and it is foreseen that costs as a whole will rise to \$27,015,000 (U.S.) in 1977. Canada contributed \$690,000 (Cdn) in 1976, about 4.32 per cent of the total.

The *World Meteorological Organization* was established in 1950 to replace the International Meteorological Organization, formed in 1878. The WMO's primary function is to facilitate the international exchange of weather reports, to aid aviation and shipping, and to help countries establish meteorological services. Its 1977 budget is estimated at \$10,583,000 (U.S.). Canada contributed \$243,000 (Cdn) in 1976, or 2.58 per cent of the whole.

The *Universal Postal Union* is another agency dating from the last century. Its purpose is to promote the organization and improvement of postal services and to provide technical assistance as requested. This purpose is furthered by the establishment of principles and standardization practices for international exchanges and by the agreement of all members to transmit the mail of all other members by the best means available. The 1976 budget of the UPU was \$5,655,000 (U.S.), of which Canada contributed \$130,000 (Cdn).

The *World Intellectual Property Organization* is the newest of

the Specialized Agencies, its association with the UN dating only from 1974. WIPO itself has existed since 1967, when a convention was signed at Stockholm. It promotes the protection of intellectual property among states and in collaboration with other organizations, and ensures administrative co-operation among the unions previously established to protect intellectual property. The principal unions are the Paris Union (International Union for the Protection of Industrial Property), which dates from 1883, and the Berne Union (International Union for the Protection of Literary and Artistic Works), concluded in 1886. Expenses are apportioned among the states belonging to the various unions. WIPO's expenses in 1976 were \$7,820,000 (U.S.); Canada contributed 3.5 per cent, or \$145,000 (Cdn).

Although usually treated as a *de facto* Specialized Agency, the *International Atomic Energy Agency* is in reality an independent intergovernmental organization "under the aegis of the United Nations". The IAEA is empowered to enlarge the contribution of atomic energy to world peace, health and prosperity and, upon request, to apply safeguards to nuclear equipment and material to ensure that they are not diverted to non-peaceful uses. The IAEA has been given by the United Nations responsibility for applying the safeguards called for under the Treaty on the Non-Proliferation of Nuclear Weapons. In 1976, its budget was \$36,502,000 (U.S.), of which Canada contributed \$1,115,000 (Cdn). The IAEA is expected to spend \$40,581,000 (U.S.) in 1977.

The *General Agreement on Tariffs and Trade* was the outcome of certain tariff negotiations and meetings of a preparatory committee that preceded an international conference on trade and employment proposed by an Economic and Social Council resolution in 1946. The conference, held in Havana, was to adopt an international trade charter and constitute the International Trade Organization (ITO). Governments have been unwilling to ratify the Havana Charter, and therefore the ITO has not been established. As a result, GATT has been administered by a secretariat on behalf of the Interim Commission of the International Trade Organization (ICITO). There are four main reciprocal rights and obligations to the agreement: (1) trade should be non-discriminatory; (2) domestic industries should be protected solely by tariffs; (3) damage to trading interests should be avoided by consultation; (4) within the frame-

work of GATT, tariffs should be reduced by negotiations. At present, about 85 countries have acceded to the General Agreement, thereby becoming contracting parties. For 1975-76, GATT had a budget of \$13,678,160 (U.S.), of which Canada paid \$651,000 (Cdn).

In 1977 or 1978, it is expected that two new Specialized Agencies will be brought into relation with the United Nations. The first of these is the *United Nations Industrial Development Organization*, located in Vienna, which has existed as an independent UN program since 1965. The second general conference of UNIDO, held in Lima in 1975, decided to recommend Specialized Agency status. This intention was accepted by the seventh special session of the UN and a constitution for the new agency has been under negotiation since January 1976. These negotiations may conclude in 1977 or in 1978. It is hoped that UNIDO, by achieving Specialized Agency status, will gain an improved ability to fulfil the objectives of promoting industrial development and assisting in the accelerating of industrialization in the developing countries.

Approval to set up the *International Fund for Agricultural Development* was given by the World Food Conference, held in Rome in 1974. The Fund was to be capitalized at \$1 billion in special drawing rights⁽¹⁾. By mid-1977, sufficient pledges had been received from traditional developed-country donors, known as Group I (\$567 million (U.S.)), Group II OPEC countries (\$436 million (U.S.)), and Group III recipient states (\$8.9 million (U.S.)), plus the equivalent of \$10.3 million (U.S.) in inconvertible currencies, for the Fund to be established. For the initial three-year period 1977-79, Canada has pledged \$33 million (Cdn). The purpose of the Fund, which will be closely associated with the FAO and the World Bank, is to improve agricultural production, in the broad sense (including forestry and fisheries), by financing developing projects.

The financial agencies

There are four financial organizations in the United Nations system with Specialized Agency status. The senior organization is the *International Monetary Fund*. The other three, the *International Bank for Reconstruction and Development* and its affiliates the

(1)The accounts of the International Monetary Fund (see next paragraph) are expressed in terms of the special drawing right (SDR), the currency value of which is determined by a "basket" of the currencies of 16 members. SDR value varied between \$1.14 (U.S.) and \$1.17 (U.S.) in 1976.

International Development Association and the *International Finance Corporation*, constitute the *World Bank Group*. Membership in the IMF is a prerequisite for membership in the World Bank Group organizations.

Most members of the United Nations, including Canada, participate actively in these Agencies. The main reason why some UN members do not belong is that the IMF requires certain reporting procedures concerning various elements of the balance-of-payments, as well as the gold and foreign-exchange, positions of its members. The furnishing of such information has proved unacceptable to some UN members that have centrally-planned economies. Accordingly, such countries have not joined the IMF, and hence are not members of the World Bank Group.

The work of the International Monetary Fund since its inception has been directed to facilitating the expansion and growth of world trade and payments as a means of raising world standards of living and fostering economic development. Among other things, the Fund is intended to promote and insure stability and order with respect to exchange-rates, as well as to establish mechanisms for balance-of-payments assistance that will enable member countries to correct temporary imbalances with a minimum of disturbance to the international monetary system and their economic development programs. Accordingly, its assets are available for providing short- and medium-term financing to both developed and developing member countries faced with temporary balance-of-payments difficulties. In 1976, the IMF extended financial assistance equivalent to a record amount of about \$8 billion (U.S.) under its various facilities. Given disturbances in exchange markets in recent years, the floating of most major currencies and increased divergence of payments positions between countries, the Fund has placed increasing emphasis on its role as a centre for international co-operation and consultation. The Fund also constitutes an important source of economic advice and technical assistance to developing countries. As of December 31, 1976, the total of all members' subscriptions (quotas) in the general account amounted to the equivalent of over 29 billion special drawing rights. Canada's quota amounted to SDR 1.1 billion, of which 25 per cent was paid in gold. Canada had a net creditor position of approximately SDR 813 million. This

figure included an amount of SDR 247 million lent to the IMF in 1974 for the financing of the Fund's special oil facility.

The IBRD, with its two affiliates, is empowered to extend loans and credits to all member countries, especially those in the Third World, for projects that Bank studies have indicated will make an important contribution to the borrower's economic development. The three organizations differ essentially in the source of their funds and the terms of their loans. The IBRD obtains most of its funds from bonds issued on world capital markets and must, accordingly, lend on competitive terms. Canada's subscription to the IBRD's capital amounts to \$1,136.1 million (U.S.), or 3.7 per cent of the total. Since members pay in only one-tenth of their subscriptions, Canada's actual contribution to the Bank's lendable capital is \$113.6 million (U.S.). The remaining nine-tenths of the Bank's subscriptions remains on call and constitutes a guarantee of Bank obligations.

The IDA relies on interest-free advances from governments for the bulk of its resources, and makes loans on highly-concessional terms. Since the IDA's inception in 1960, Canada has contributed or pledged \$635.6 million (U.S.). It has also agreed to participate in negotiation of a "fifth replenishment".

The IFC seeks to promote the growth of productive private enterprise in developing member countries by facilitating loans on competitive terms without government guarantee. The total of gross commitments since the inception of operations equals \$1.5 billion (U.S.). A total of 57 countries benefited from this assistance. Canada's subscription to the IFC amounts to \$3.6 million (U.S.), out of the IFC's paid-in capital of \$107 million (U.S.).

UN military activity

Twelve times since the birth of the United Nations, military personnel have been dispatched under the UN flag to deal with threats to peace and security. On each occasion, Canada has taken an active part, at the request of the Secretary-General, in providing personnel and equipment.

The following is a list of the past and present United Nations peacekeeping involvements:

1) United Nations Truce Supervisory Organization (UNTSO)	Observation of armistice line — Middle East	1948-present
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2) United Nations Military Observer Group in India and Pakistan	Observation of armistice line	1949-present
3) Unified Command in Korea	Enforcement action	1950-53 ⁽²⁾
4) United Nations Emergency Force (UNEF I)	Border patrol — Middle East	1956-67
5) United Nations Observation Group in Lebanon (UNOGIL)	Border patrol	1958
6) United Nations Operation in the Congo (ONUC)	Internal pacification	1960-64
7) United Nations Temporary Executive Authority in West Iran (UNTEA)	Internal pacification	1962-63
8) United Nations Yemen Observation Mission (UNYOM)	Internal pacification	1962-63
9) United Nations Force in Cyprus (UNFICYP)	Maintenance of peace	1964-present
10) United Nations India-Pakistan Observer Mission (UNIPOM)	Border patrol	1965-66
11) United Nations Emergency Force (UNEF II)	Patrol of buffer zone and limited forces zones — Middle East	1973-present
12) United Nations Disengagement Observer Force (UNDOF)	Patrol of buffer zone and limited forces zones — Middle East	1974-present

Some United Nations peacekeeping involvements have been financed by assessment, while others have been paid for by voluntary contributions. Until 1956, with the exception of Korea (which did not engage the financing machinery of the United Nations), the relatively modest costs were included in the regular budget.

With the establishment of UNEF I in 1956 and ONUC in 1960, costs mounted considerably. Some countries, including the Soviet Union and France, did not contribute, contending that peacekeeping was the prerogative of the Security Council and that the General Assembly had overstepped its authority by establishing the two

(2)The Unified Command in Korea is still in operation. There is a Canadian liaison officer attached to the Unified Command.

Forces. The United Nations attempted to make up the resulting financial shortfall by authorizing in 1961 a \$200 million (U.S.) bond issue. Canada purchased \$6.4-million (U.S.) worth of bonds. In 1962, the Assembly also requested an advisory opinion from the International Court of Justice as to whether expenditures for UNEF and ONUC constituted “expenses of the organization” within the meaning of Article 17 of the Charter, which provides for collective assessments. After the Court responded affirmatively, some member states began to pay their arrears, but the Soviet Union and France (until 1972) chose not to do so. As a result, the General Assembly agreed in 1965 to the recommendation of the Special Committee on Peacekeeping that the accumulated deficit for the two Forces should be dealt with, so far as possible, by supplementary voluntary contributions. Even before this decision was taken, Canada announced that it would donate \$4.3 million (Cdn) unconditionally. In spite of voluntary contributions by Canada and other countries, there remains an outstanding deficit of several million dollars attributable to the UNEF and ONUC operations.

The Security Council resolution that established UNFICYP in 1964 provided for its financing through voluntary contributions rather than by assessment. This has proved unreliable. Because deficits have plagued UNFICYP from the start, troop-contributing nations are not being reimbursed satisfactorily. Canada does not contribute to UNICYP’s voluntary fund but absorbs the direct costs of maintaining its contingent in Cyprus, which have amounted to over \$25 million (Cdn) since 1964.

Financial arrangements for UNEF II and UNDOF, which are administratively a combined operation, reflect carefully-considered compromises among member states and provide a workable financial basis for the force. However, a few states are withholding their assessments, or a part thereof, and others are late in paying the amounts they have been assessed. The costs of UNEF/UNDOF are borne, through Security Council decision, by members in accordance with a special General Assembly apportionment. As an *ad hoc* arrangement, and without prejudice to the position of principle taken by member states, the General Assembly established a special account and a scale of assessment that placed the heaviest financial burden on the five permanent members of the Council and, in decreasing proportion, on the economically-developed and

economically less-developed³⁶ member states. Under the scale of assessments agreed on for this operation, Canada to date has contributed \$8.37 million (Cdn) to UNEF/UNDOF.

APPENDIX A

Canada's financial contributions to UN special programs

(All figures in \$000 Canadian dollars)

	1975-76
FAO — Wood-Based Panel Study	4.5
IAEA — International Atomic Energy Agency	153.1
UNDP — UN Revolving Fund for Natural Resources Exploration	1,500.0
UN — Remote-Sensing Seminar (Guelph)	26.9
WHO — Human Reproduction Program	1,500.0
Smallpox-Eradication Campaign	745.0
Tropical Diseases Research	40.0
IBRD/WHO — Onchocerciasis (River Blindness) Control Program	500.0
PAHO — Health Manpower Conference	35.4
UN — Fund for Namibia	100.0
UN Institute for Namibia	
UNICEF — Baby Food	5.0
WFP — Sahel Trust Fund	150.0
GATT/UNCTAD — International Trade Centre	300.0
UNCTAD IV — Conference Studies	75.0
FAO — Freedom from Hunger/ Action for Development	200.0
Associate Experts	78.5
WMO — World Weather Watch	29.8
UN — Voluntary Fund for International Women's Year	20.0
UNDP — Suez Canal Zone Fund	1,000.0
Junior Professional Officers (JPO)	87.1
UN Volunteers (UNV)	50.0
TOTAL	<u>\$6,600.3</u>

APPENDIX B

Canada's financial contributions to the regular programme of the United Nations, its special funds, non-financial agencies, the IAEA and the United Nations Association in Canada for the fiscal years 1967-68 to 1975-76 (in \$000 Canadian)

ORGANIZATION	Total 1945-66	66-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	74-75	75-76	Total 1945-76
I. UN regular budget	31,247 ¹	3,538	3,796	4,049	4,557	4,890	5,490	5,769	7,076 ²	8,838 ³	9,856 ⁴	89,106
II. Peace-keeping												
UNEF I	4,494	730	686	—	—	—	—	—	—	—	—	5,910
ONUC	9,187	—	—	—	—	—	—	—	—	—	—	9,187
UNFICYP ⁵	7,002	2,943	1,907	1,235	1,235	1,800	1,600	1,585	1,722	3,853	1,930	26,812
UN Special Account	4,307	—	—	—	—	—	—	—	—	—	—	4,307
UNEF II UNDOF	—	—	—	—	—	—	—	—	954	2,803	4,620	8,377
III. Social and economic programs												
UNDP ⁶	—	9,500	10,750	10,815 ⁶	13,554 ⁷	15,267	16,185	18,000	20,300	22,200	24,500	161,071
Special Fund	21,378	—	—	—	—	—	—	—	—	—	—	21,378
EPTA	26,376	—	—	—	—	—	—	—	—	—	—	26,376
UNHCR	34,582 ⁸	350	350	350	400	400	400	400	450	550	750	38,832 ⁹
UNICEF	16,675 ¹⁰	1,100 ¹⁰	1,000	1,000	1,400	1,200	1,500	1,700	2,300	2,500	3,500	33,875
UNRWA ¹¹	18,328	2,900	4,356	1,619	3,700	2,050	2,050	1,350	1,850	2,300 ¹²	3,200	43,703
UNITAR	—	60	60	60	60	60	60	60	60	60	60	600
UNEPTSA	—	25 ¹³	—	30	50	20	50	49	75	175	175	649
WFP ¹⁴	5,818	8,940	11,261	10,398	17,546	16,531	16,000	20,279	20,740	15,215	99,021	241,749
UNFPA	—	—	—	—	—	1,000	2,000	2,000	2,000	2,500	3,500	13,000
UN Fund for Congo	1,989	500	500	500	500	250	250	—	—	—	—	4,489
Committee on Racial Discrimination	—	—	—	—	—	1	1	1	1	2	1	13

APPENDIX B (continued)

ORGANIZATION	Total 1945-66	68-67	67-68	68-69	69-70	70-71	71-72	72-73	73-74	74-75	75-76	Total 1945-76
Trust Fund for South Africa	—	—	10	—	—	—	10	10	10	10	10	60
Fund for Drug Abuse Control	—	—	—	—	—	—	150	200	200	200	200	950
Mexico	7,858 ¹	—	—	—	11 ¹	21 ¹	8,370 ¹	—	—	—	—	16,228 ¹
UN Voluntary Fund for Demography	—	—	—	—	—	—	—	50	305	—	—	355
IV. Specialized Agencies												
ILO	6,426	818	903	959	1,084 ¹⁰	1,072	1,170	1,360	1,517	1,497	2,761	19,567
FAO	8,181 ²⁰	1,068	1,207	1,139	1,302 ²¹	1,225 ²²	1,538	1,528	2,142	2,141	3,324	24,795
WHO ²³	9,778	1,654 ²⁴	1,767	1,827	1,272	2,074 ²⁵	2,347	2,554	2,935	3,052	3,716	32,976
UNESCO	7,966	900	987 ²⁶	1,062	1,090	1,174	1,188	1,568	1,756	2,590 ²⁷	2,491	22,772
ICAO ²⁸	3,329	245	239	265	266	259	275	315	539	424	443	6,599
IMCO	72	14	16	17	18	18	22	21	27	27	42	294
ITU	1,432 ²⁹	211	203	218	235	245	273	328	453	503	690	4,791
WMO	239	61	64	74	82	91	86	100	172	178	243	1,390
UPU	283	39	54	38	37	57	69	79	88	132	130	1,006
WIPO ³⁰	—	—	—	—	—	—	—	—	—	116	145	261
IAEA — regular budget	1,675	271	319	315	343	351	438	499 ³¹	236 ³¹	881 ³¹	1,115 ³¹	6,443
IAEA — operational budget	351	61	61	61	62	71	70	—	—	—	—	737
GATT	710	170	183	191	219	232	261	323	401	557	651	3,898
Miscellaneous	91 ³²	—	—	—	—	1 ³³	—	—	—	—	—	92
V. UN Association in Canada												
TOTAL	230,015	36,150	40,696	36,249	49,050	30,389	61,785	60,204	68,936	73,339	166,961	873,774

Footnotes to Appendix B

1. This figure excludes Canada's 1945-46 assessment for the League of Nations of \$317,814 and the 1946-47 assessment of \$313,733. These two assessments included Canada's share of the costs of the International Labour Organization and the International Court of Justice for these years. Canada's advances to the United Nations Working Capital Fund of \$1.2 million in 1945-46 and \$195,000 in 1946-47 are not shown.

2. This figure includes a contribution of \$38,800 to the Working Capital Fund.

3. These figures reflect reductions of \$319,526 and \$322,063 in Canada's assessments for 1975 and 1976 respectively and represent partial repayment of principal and interest owed by the UN to repay bonds purchased by Canada to offset the expenses of peace-keeping in the Congo.

4. These figures show the estimated extra cost to maintain the Canadian UNFICYP contingent in Cyprus instead of in Canada.

5. The United Nations Development Program was formed by consolidation of EPTA and the Special Fund effective January 1, 1966. During 1966-67, Canada's contribution was \$6.2 million to the Special Fund and \$3.3 million to EPTA. Canada's contribution was consolidated beginning with the 1967-68 fiscal year.

6. This amount includes \$65,000 supplementary assistance for technical co-operation.

7. This sum includes \$54,000 supplementary assistance for junior professional officers.

8. This amount includes \$18.8 million for the International Refugee Organization during 1947-51 (the IRO terminated operations in 1951), \$236,000 to the Intergovernmental Committee on Refugees (IGCR), \$1.7 million to the United Nations Refugee Fund and United Nations Emergency Fund, \$1.2 million to post-UNRRA, as well as \$630,000 to the United Nations High Commissioner for Refugees. Between 1970 and 1976 the Canadian Government channelled the following grants through the UNHCR for special operations in addition to the contributions to the regular program (in \$000 Canadian):

Focal Point India (1971)	9,220
South Sudan (1973-74)	500
Subcontinent Repatriation (1973)	1,000
Cyprus (1974-75)	150
Emergency relief in South Vietnam (1975)	
Cash	1,250
Kind (fish and freight)	600
Indochina (1975-76)*	3,000
Thailand (1976)	250
Guinea-Bissau (1975-76)	100
Mozambique (1975-76)	350
Cape Verde (1975-76)	50

* Comprises the following:

- U.S. \$1 million (Cdn \$1 million) for Laos program, to be used for rice purchase in Thailand with transportation (\$632,000) and for other goods (\$368,000).
- U.S. \$2,020,202 (Cdn \$2 million) unearmarked by area, to be used primarily for purchase of goods in Canada.

9. This amount includes a contribution of \$5 million to the International Children's Fund and \$200,000 to the Council for the United Nations Appeal for Children voted under general post-UNRRA relief.

10. This figure includes \$100,000 contributed on December 9, 1966, in memory of the children who died at Aberfan, Wales, and Dorion, Quebec.

11. These figures include grants of commodities, and the breakdown is as follows (in \$000 Canadian):

Year	Cash	Food*
1964-65	1,000	500
1965-66	1,200	700
1966-67	1,200	1,700
1967-68	3,006	1,350
1968-69	1,519	1,000
1969-70	1,700	2,000
1970-71	1,350	700
1971-72	1,350	700
1972-73	650	700
1973-74	1,150	700
1974-75	1,150	700
1975-76	1,200	2,000
1976-77	1,350	2,000

*Food contribution figures rounded off

12. This figure includes a supplementary contribution of \$450,000 in addition to Canada's regular pledge.

13. This was a contribution to a program preceding the United Nations Educational and Training Program for Southern Africa.

14. Figures for WFP include both cash and commodity contributions.

15. This sum includes \$7.8 million to the United Nations Korean Reconstruction Agency during 1950-55, \$12,000 to the United Nations War Crimes Commission, \$75,000 for construction of seven doors for the United Nations, and \$30,000 to the United Nations Technical Assistance Administration Training Program at the University of British Columbia — as well as a contribution to the United Nations building in Santiago, Chile.

16. This is a payment to the United Nations International School Development Fund.

17. These are payments to United Nations Trust Fund for the World Youth Assembly.

18. All of this sum was used for relief operations in Bangladesh.

19. This amount includes \$8,000 supplementary assistance for technical co-operation from the Canadian International Development Agency (CIDA).

20. This figure includes \$23,000 to the "Freedom-from-Hunger" campaign in 1961.

21. This amount does not include a \$6,000 grant from CIDA for the Associate Experts Program.

22. This figure does not include \$29,000 supplementary assistance from CIDA.

23. The payments to the World Health Organization include various special contributions to the smallpox- and cholera-eradication funds that later became part of WHO's regular assessment.

24. Includes \$22,000 for gift of furnishings to the World Health Organization Building in Geneva.

25. Does not include \$195,000 grant from CIDA.

26. Includes a contribution of \$25,336 to the Working Capital Fund.

27. Includes a contribution of \$137,000 to the Working Capital Fund.

28. The Canadian Government makes grants to assist the International Civil Aviation Organization in defraying the costs of accommodation. It also reimburses the organization for compensation paid by ICAO to its Canadian employees for Quebec income tax. The sums expended for these purposes are not included in the statistics.

29. Assessment for membership in the International Telecommunication Union for 1945-46 and 1946-47 was estimated at \$2,800 annually on the basis of the 1947-48 assessment.

30. The World Intellectual Property Organization was granted Specialized Agency status in 1974.

31. These figures include the operational budget.

32. This sum includes \$62,000 for a gift of uranium to the International Atomic Energy Agency, \$24,000 to the IAEA Fellowship Fund, and \$3,000 for UNESCO office furnishings.

33. This amount is supplementary assistance to Specialized Agencies from CIDA.

34. This consisted of an annual grant of \$27,000, plus a special grant of \$2,500 for the annual meeting.

APPENDIX C

Contributions of 14 selected members of the UN to five voluntary programs
(\$ million U.S. unless otherwise stated)

	UNDP				UNHCR			
	1959-76 ²	1974	1975	1976	1953-75	1974	1975	1947-76
U.S.A.	525.0	70.0	77.9	100.0	20.9	1.4	1.8	378.4
Britain	152.5	22.0	24.9	26.2	8.3	.6	.7	46.0
Canada	146.0	22.3	24.0	28.2	7.0	.6	.6	45.5
Sweden	250.0	36.3	51.7	51.2	8.8	1.1	.8	100.6
F.R.G.	157.7	24.3	29.3	30.4	8.9	.8	.8	46.4
France	57.3	10.0	10.4	10.0	7.1	.5	.6	34.6
Netherlands	180.2	27.8	38.7	44.9	5.8	.6	1.3	12.3
U.S.S.R.	26.5	3.4	3.8	3.5	—	—	—	17.5
India	27.4	3.7	3.7	3.7	.1	.01	.01	15.3
Italy	34.5	5.6	5.6	5.3	.4	.05	.04	8.6
Denmark	202.8	33.5	39.3	39.1	1.7	.6	.6	12.5
Japan	90.2	14.0	19.0	21.0	.3	.05	.06	13.6
Iran	12.4	1.0	1.0	4.0	.1	.008	.01	7.3
Saudi Arabia	8.8	1.5	1.5	2.5	.1	.008	.008	2.2

(1) The above figures are taken from the annual reports of the agencies concerned. In some cases poses of comparison we have indicated all amounts in U.S. dollars.

(2) Includes contributions to the UN Special Fund for the years 1959-65.

(3) The amounts indicated are for cash contributions only.

(4) Pledges to the World Food Program are biennial. The figures shown are half of the pledges for the

otherwise indicated)⁽¹⁾

UNICEF				UNRWA ³			WFP ^{3,4}			
1974	1975	1976	1950-76	1974	1975	1976	1963-76	1974	1975	1976
5.0	15.0	20.0	645.9	28.2	42.0	26.7	478.5	47.0	21.5	21.5
3.0	4.3	4.2	146.8	5.0	4.7	6.8	182.7	2.9	6.7	6.7
2.6	3.5	5.0	39.3	2.1	3.1	3.6	151.5	17.0	10.0	10.0
1.2	12.6	15.9	38.2	4.2	5.6	6.0	251.6	7.5	3.3	3.3
3.2	3.4	3.1	34.2	3.0	3.3	3.3	38.1	6.0	3.3	3.3
1.7	2.0	1.8	24.8	1.3	1.3	1.3	6.9	—	.1	.1
1.5	2.0	1.5	6.0	.6	1.6	1.8	67.5	9.3	5.0	5.0
.8	.9	.8	—	—	—	—	—	—	—	—
1.2	1.0	1.1	.5	.01	.01	.01	4.1	.5	.15	.15
.6	.5	.5	3.1	.2	.1	.2	6.0	.5	.5	.5
1.7	1.5	1.7	9.7	1.1	1.2	1.5	65.0	11.7	4.3	4.3
2.0	1.8	2.2	18.7	5.8	5.0	5.5	9.6	1.5	1.0	1.0
1.0	.4	1.0	.2	.02	.02	.03	1.0	.03	.35	.35
.5	.5	1.0	28.0	.9	11.2	11.2	50.1	—	25.0	25.0

Donations were provided in the currency of the contributing state. For pur-

biennial pledging period.



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